

RECORD VERSION

STATEMENT BY

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BEFORE THE

COMMISSION ON WARTIME CONTRACTING IN IRAQ AND AFGHANISTAN

**ON THE CONTINGENCY ACQUISITION WORKFORCE: WHAT IS
NEEDED AND HOW DO WE GET THERE?**

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Introduction

Commissioner Thibault, Commissioner Shays, and distinguished Members of the Commission on Wartime Contracting in Iraq and Afghanistan: Thank you for this opportunity to discuss “The Contingency Acquisition Workforce: What is Needed and How Do We Get There?” This is a subject of great importance to Army and Joint operations worldwide. Our Army continues enhancing its operational contract support capability in the areas of doctrine, organization, training, materiel, leadership and education, personnel (DOTMLP) and policies to better project and sustain our Soldiers. These Army efforts began over a decade ago with the publication of Army field manual (FM) 100-10-2, Contracting Support on the Battlefield, the first Service contracting doctrine. Our new Acquisition, Logistics and Technology Integration Office (ALT-IO) (formed in 2005), in partnership with the Deputy Assistant Secretary of the Army for Procurement, the Army Materiel Command, the Sustainment Center of Excellence, and Army G-4, continues developing a myriad of DOTMLP and policy initiatives to enhance our Operational Contract Support (OCS) capability and the OCS capability across the Department of Defense (DoD).

As we work to build a stronger and more vibrant contingency contracting community, we are assisted in our efforts by recommendations contained in the report, *Urgent Reform Required: Army Expeditionary Contracting* dated October 31, 2007, by Dr. Jacques Gansler and Members of the Commission on Army Acquisition and Program Management in Expeditionary Operations. While many Army efforts to

enhance our OCS capabilities preceded the Gansler Commission report, we are guided by the report's overarching recommendation – *implement the Commission's recommendations rapidly and measure success* – and four supporting recommendations for the success of future expeditionary operations:

- (1) Increase the stature, quantity, and career development of military and civilian contracting personnel, particularly for expeditionary operations;
- (2) Restructure organization and restore responsibility to facilitate contracting and contract management;
- (3) Provide training and tools for overall contracting activities in expeditionary operations; and
- (4) Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations.

The Gansler Commission's supporting recommendations listed above included 40 actions to correct the discrepancies identified – 22 of these were Army-specific while the remaining 18 were within the purview of the Office of the Secretary of Defense (OSD), or were legislative actions being addressed jointly among the Services with OSD as the lead agent. The Army is implementing all 22 of the Army-specific recommendations, with one – to increase the military and civilian contracting workforce – an ongoing initiative that requires additional time to hire and train new personnel.

As a result of the Gansler Commission's findings, the Army in 2008 established the Army Contracting Command (ACC) to consolidate many Army systems acquisitions, installation contracting, and expeditionary contracting under a single headquarters,

allowing greater synergy and efficiencies across much of Army contracting. In addition, Congress authorized five contracting General Officer (GO) billets in the Active Component and we have filled two of them and nominated two additional officers who are currently pending Congressional approval. The four positions are a one-star GO for the Expeditionary Contracting Command; a one-star GO for the Mission and Installation Contracting Command; a one-star Military Deputy for Contracting in the U.S. Army Corps of Engineers; and a one-star Military Deputy for Contracting in the Office of the Deputy Assistant Secretary of the Army for Procurement. The two-star position as ACC Commander remains unfilled until a two-star contracting GO is promoted. I have personally worked with the GOs and will closely monitor their development.

Regarding the Army's contingency acquisition workforce, we continue working to reverse the past steady decline in our military and civilian workforce numbers and look forward to a decade-long path to recovery. Army authorizations for deployable contracting Soldiers continue to grow from a total of 160 in 2002 to 1,113 across the Army by the end of Fiscal Year 2013 (FY13), with the fielding of 256 additional Soldiers to perform contract administration services approved for fielding in all Components during FY12 and FY13. The Army continues staffing the resourcing of the ACC's enhanced contract management capability concept plan, which added 518 civilian authorizations to perform contract administration services, an Army materiel weakness. The Army Staff approved these additional authorizations; when resourced as emergency essential positions, they will increase the ACC's quality assurance workforce by 617 percent (from 34 to 244), its property administration workforce by 357

percent (from 26 to 119), and its contract administration workforce by 195 percent (from 110 to 325). DoD conducted a total force assessment, as part of their contingency contract administration services working group, that projected contracting and contract administration mission requirements and compared that projected requirement to current and projected OCS staffing Department-wide. Resourcing and fielding of the approved civilian force structure from the approved concept plan allows the Army to meet these DoD-projected contracting and contract administration staffing requirements. Recognizing that we will not see this additional force structure for several years, the total force assessment shows us well postured, once we field this new force structure, to meet projected OCS requirements.

The Army continues to implement Section 852 of the FY08 National Defense Authorization Act to facilitate the Secretary of Defense's directed Acquisition Workforce growth of 20,000 positions by FY15. In July 2009, direction for Section 852 funds shifted to support this growth which included a new hire target of 1,885 Army professionals. We have identified 1,650 of these specifically for contracting. Using Section 852 funds to prime the pump, we hired 543 interns in FY09 and 381 interns in FY10, 570 of these interns are contracting interns and form the basis of our contracting succession planning. Through these hires, and a portion of the in-source process for additional acquisition workforce positions, Army contracting capabilities will be significantly enhanced. The return on investment is not immediate, however, as it takes time to train our contracting personnel, and for those personnel to gain experience in all phases of contracting.

As mentioned in my previous testimony to the Commission, our Army, in addition to increasing acquisition workforce numbers, continues working across the spectrum of DOTMLP to enhance OCS capability across the Army as whole. I highlight a sampling of Army initiatives spanning DOTMLPF functions as evidence of our continued commitment to enhancing our own mission capability while teaming with the Joint Staff, DoD, and our fellow Services to better serve our Soldiers, Sailors, Airmen and Marines, as well as the American taxpayer. In the area of doctrine, for example, the ALT-IO led the development and staffing of Joint Publication 4-10, Operational Contract Support, the first Joint OCS doctrine, as well as updating existing Army doctrine to publish FM 4-92, Contracting Support Brigade, and ATTP 4-10, Army Tactics, Techniques and Procedures Publication for Operational Contract Support. We have also formed a formal joint partnership with the Joint Staff J-4 on a major initiative intended to significantly improve and expand Joint and Service component level OCS planning doctrine, policies, and procedures. Specifically, content for Contract Support Integration Plan (CSIP) and Annex W are being expanded and clarified.

In the area of training, the Army concurs with the Gansler Commission on the need for OCS training for both contracting and non-acquisition Soldiers. The Army acquisition community is working very closely with the Army sustainment community, the Joint Staff J-4, and U.S. Army Materiel Command (AMC) to improve contingency planning related training for both the acquisition and non-acquisition workforces. This enhances the Army's capability to plan and provide effective operational contract

support actions for Army and Joint forces. The Defense Acquisition University (DAU), in accordance with the Defense Acquisition Workforce Improvement Act of 1990, is charged with developing and delivering a continuum of coursework for the specifically defined defense acquisition workforce. The Army augments this mission for its acquisition workforce with DAU certified curricula developed and instructed through a partnership between the Army Acquisition Community and the Army Logistics University (ALU).

Military and civilian personnel conduct critical roles as part of the OCS team. The Army's acquisition training has improved the effectiveness of our non-acquisition Army personnel in contract planning, requirements development, and in contract execution oversight and surveillance for the operating and generating forces. Of special note is ALT-IO teaming with the Army Sustainment Center of Excellence to develop and implement a new tactical level Operational Contract Support Course (OCSC). The course focuses on tactical-level planning and requirements development, and is currently being taught by ALU. The OCSC was first piloted in February 2009 and was certified as an official ALU course in September 2009. The Army approved new, additional skill identifier 3C to identify OCSC graduates, with over 2,100 3C positions to be eventually documented into Army force structure.

The Army has integrated and implemented acquisition and OCS training into all three Army training domains: operational, institutional, and self-development. Ongoing initiatives include resident courses, distance learning, unit training, multi-media

resources, handbooks, and graphic training aids. The Army continues to develop these training initiatives and products as the Army, Joint Staff, and DoD continues to evolve OCS doctrine and policy. Improvements are made based on observations, insights, and lessons from full spectrum operations. To date, we have added and improved multiple training courses including acquisition instruction in 16 Officer and Noncommissioned Officer (NCO) courses, including a new two hour operational contract support module within all Captains Career Courses and a 10-hour block of instruction at the Command and General Staff College (CGSC) in Fort Leavenworth, Kansas. These newly developed blocks of instruction are designed to introduce all line officers to the fundamentals of operational contact support from a non-acquisition perspective with specific emphasis on contract oversight responsibilities. The CGSC block of instruction also includes a practical exercise on requirements development. Another significant example of recent Army acquisition related training for non-acquisition professionals is our new OCS support team in our Battle Command Training Program office. Having a dedicated OCS capability in the Army's premier collective training program is a clear example of how the Army as a whole, and not just the acquisition community, has embraced the importance of OCS in current and future operations.

To properly capture OCS lessons learned, the ALT-IO has formed a dedicated partnership with the Center for Army Lessons Learned (CALL). Besides informing doctrine and training initiatives previously discussed, our Army OCS-focused lesson learned initiative has led to numerous "quick hit" products that range from the Commander's Emergency Response Program (CERP) Handbook to the How to Write a

Performance Work Statement Guide. To date, CALL has recorded more than 13,000 downloads of these handbooks and shipped nearly 50,000 hard copies. The ALT-IO has also established an Army Knowledge On-line OCS website which not only provides links to these CALL products, but contains other useful information for non-acquisition commanders and staffs.

In addition to our doctrine, training, and leader development initiatives, we are working on several OCS materiel development efforts in cooperation with OSD and our fellow Services. I will briefly highlight three efforts: the contingency Acquisition Support Module (cASM), the Contracting Officer's Representative (COR) Tool, and the 3in1 Tool. cASM is an Air Force-designed tool to assist requiring activities (units) in preparing performance work statements and other documents which make up a complete acquisition ready requirements package (ARRP). An OSD program, cASM facilitates electronic routing of ARRP for review and approval. The Communications and Electronics Command developed a prototype COR Tool that captures individual COR training, nominations, and appointments, and facilitates COR reporting to the contracting officer. We continue studying how this tool might interface with standard Army training management tools to better manage COR training as well as appointments. The 3in1 device is an OSD initiative to automate the manual Standard Form 44 to manage Field Ordering Officer (FOO) purchases. It tracks receipts, orders, and disbursements and allows for electronic reconciliation of FOO records.

To enhance contract oversight, the Army issued an Execution Order in December 2009 requiring every deploying brigade to train as many as 80 CORs or more before

departing home station. These measures have improved COR fill levels in theater to 94 percent for Defense Contract Management Agency managed contracts including the Logistics Civil Augmentation Program and nearly 100 percent fill for CORs on U.S. Central Command's Joint Theater Support Contracting Command. ACC developed and implemented a COR training program to prepare our Soldiers to perform this critical role. This training is in process now for our brigades deploying to theater, has trained hundreds of Soldiers, and has reduced battle hand off of COR duties between units from two days to two hours, on average. The U.S. Army Training and Doctrine Command is developing distance learned courses for contingency CORs as well as CERP project officers, CERP resource managers, and commanders.

To further institutionalize OCS across the Army, my office has established a new Operational Contracting Support Policy Directorate in September 2009, under the leadership of the Deputy Assistant Secretary of the Army for Procurement. This new directorate, in cooperation with the Army G4 OCS office, develops, promulgates, manages, and measures the effectiveness of operational contracting policies across the full spectrum of declared and non-declared contingency operations for the Army.

Conclusion

The Army has taken the Gansler Commission's recommendations to heart and has made great strides in improving our ability to plan and execute operational contract support actions during contingency operations. We will continue our focus on the

strength and proficiency of the contingency contracting workforce, as well as continuing to lead the way within DoD on the area of providing OCS training for non-acquisition personnel. We hold that people remain our most important asset. We are well on our way to developing agile and adaptive contracting officers and NCOs, as well as deployable civilian employees, who possess the requisite skills to perform their mission.

I trust you will find the Army's commitment to enhancing our contingency acquisition force structure to meet known and projected mission requirements to be evident and substantial.

Thank you for this opportunity to discuss the future of the Army's Contingency Acquisition Workforce.